

**MILWAUKIE CITY COUNCIL
WORK SESSION
APRIL 19, 1999**

The City Council work session began at 6:00 p.m. in the Milwaukie Public Safety Building Community Meeting Room.

Present: Mayor Tomei and Councilors Kappa, King, and Lancaster.

Staff: City Manager Bartlett and Assistant City Managers Bennett and Richards.

Riverfront Board Members: Linder, Martin, and Verbout.

Consultants: Crandall & Arambula; Mike Swanson.

Riverfront Development Plan

Crandall reviewed the schedule that began in February and runs through 1999. Step 1 -- collecting information, reviewing existing plans and records, and establishing plan objectives -- is complete. Step 2 -- developing alternative framework plans -- is currently underway. Each step of the process refines the plan and works toward adoption and implementation. There will be some general concepts for the community to review by the end of April.

The draft development plan objectives are:

1. Connect the downtown and the riverfront -- Increase public access to the Willamette River and provide opportunities for increasing recreational uses in the riverfront area.
2. Preserve the historic built environment -- Enhance the downtown's character by preserving its past. Promote appropriate infill construction and historic preservation of the existing building fabric.
3. Utilize existing assets -- Enhance positive features unique to Milwaukie rather than employing non-authentic and/or themed development schemes.
4. Develop a pedestrian friendly downtown -- Provide pedestrian amenities to distinctive shops and a variety of year-round recreational, educational, cultural and entertainment opportunities.
5. Increase residential development -- Provide housing in close proximity to jobs and services and for a broad range of incomes that responds to regional housing trends and prices.
6. Increase employment opportunities -- Create desirable downtown development sites for new office and business development.
7. Improve downtown transportation access -- Provide for a transit center and improved auto access and parking.

8. Identify catalyst projects -- Establish a program and process for success by identifying key projects and actions that will focus growth throughout downtown.
9. Develop community consensus -- Establish a downtown planning process which fosters and encourages input from all sectors of the community in order to develop a plan which has wide community support.
10. Meet and exceed established goals and expectations -- Set a high standard for downtown revitalization that will become a benchmark which other downtowns will be measured against.

Crandall urged participant to think about the downtown over the long term. He discussed the elements that gave an area vitality. These "chips" were:

1. Neighborhood serving commercial -- these were extroverted uses such a grocery, storefront retail, and restaurants. The grocery will take the most careful siting with the rest being carefully designed around it. This group needs high visibility and adequate traffic.
2. Regional attractors -- these introverted uses could be hotels, film/animation production facilities, comic book museum, arts center, and satellite campus for Portland State University or Clackamas Community College. The siting requirements are not nearly as delicate as those of the first group, and the specific environment is contained within the building.
3. Other -- active/passive waterfront uses, housing, transportation center, office, or community services. People have expressed a desire for all of these, and all can fit nicely with the two previous categories.

McLoughlin Boulevard clearly separates the downtown from the riverfront. The two elements do not connect because the seam -- the roadway -- runs between them. The downtown would be much more vital if the two elements were connected. The issue is improving the connection between downtown and the waterfront while accommodating the daily traffic volume.

Crandall brought forward a number of ideas specifically addressing the seam and how the area could be improved, primarily for pedestrians.

Seam A – ODOT Scheme 4. This was ODOT's concept of the five lane area through this section. Crandall suggested some intersection improvements with signals at Harrison, Monroe, and Washington Streets. Three connections would be the minimum accepted. If the Kellogg Treatment Plant were reclaimed in the future, that would also become an important connection.

Seam B – ODOT modified. This was a modified version of ODOT's concept with the entire center of the roadway developed as a continuous row of landscaping. The idea would be to reduce the freeway feeling. Additional traffic calming could

be accomplished with curb extensions. The overall scale of the road would be reduced and would be more like Macadam Avenue. This concept offers more visual appeal a six-foot pedestrian refuge.

Arambula added left turns would only be allowed at Harrison and Washington Streets. The right-of-way width would come from the west side.

Seam C – parkway. The idea of this design was to create two streets with landscaping massed in the center section. It would give the feel of a considerably reduced scale, and drivers would ease gently into the turn areas.

Arambula added that vehicles could turn left on Monroe.

Councilor Kappa asked about right-of-way issues.

Crandall said the right-of-way would come from the waterfront side, not the business side. There was little developable land on the west side and added these were highly conceptual drawings. This concept made for a very wide McLoughlin Boulevard, so it would be very important to make sure people could cross conveniently. This is an effort to humanize the road, and the design would offer visual improvements, traffic calming, and acoustic buffering. He did not know, however, what the buffering would look like at this time.

Seam D – Crossing. This design alternative placed a bridge over Washington Street for the purpose of illustrating the concept of going up and over the road. This concept primarily buffered pedestrians from the traffic. The rise would be relatively gentle. This would not be a good retail area, so other regional attractors would have to be located there to draw users. The elevation of the structure on the west side would be approximately 40 feet, so the view would be very good.

Seam E – Passage/steps. This concept illustrated pedestrian underpasses opening to daylight on the waterfront at Jefferson and Jackson Streets. The Jackson passage would be the higher of the two and would be less prone to flooding, and the slope would be gentle to meet ADA requirements. He also suggested with the Jackson passage that the water from the Jr. High School site be connected to the river with an open stream.

Arambula discussed the pedestrian crossings at the proposed three signals and the ODOT-based proposals.

Seam F – Water. This concept brought the water into the town and created an amenity in the center of the community. There would still be three on-grade signalized pedestrian crossings. The payback would be to create land value where it did not previously exist. The most valuable land in the project is on the riverfront, but fill is not allowed. He discussed the creation of a floodable area

and reserving the right to fill in the sewage treatment plant area. The Corps has indicated it is feasible but would involve discussions with a lot of other agencies. Other options would include opening and connecting the neighborhood streams. There is the potential for creating greater value in development sites where there is currently little land.

Arambula added the last option could actually perch the water and connect with the river by waterfalls. The general concept is to introduce water into the downtown.

Crandall said if the water amenity were perched, the stream feeding it would keep the flow moving over and out to the river.

Bartlett said there are actually two streams on each side of the Jr. High building, both of which have been covered.

Land Use Implications

Each of the seams involves land use implications:

Seam B – Vital downtowns need a grocery, and the northern end of the project area would offer the highest visibility and greatest amount of developable space. The store should also be closer to McLoughlin Blvd. to attract more attention. The other grocery location option would be the south end, but the building would have to be smaller. These locations are desirable because of the traffic flow and easy transition into other types of retail and attractors.

In order for retail to be successful, it will need to be in line with the grocery. Main Street retail has never really flourished because of the lack of connection.

Crandall discussed the feasibility of turning Monroe Street into park blocks with, perhaps, a greenway connecting to the Jr. High School site. The grocery will guide the dynamic based on its location.

Arambula added that 6,000 vehicle trips per day were needed to support neighborhood serving uses.

Crandall said Main Street will never have enough traffic to make it sing. Something has to change for things to be successful, and the situation will not be saved by only a single use.

Arambula said the plan does not give up on Main Street but works to pull the scheme together. The City needs to consider what would make people want to live downtown, and, in Milwaukie's case, it could be open space and river access.

Seam D – This concept begins suggesting a different land use in that the crossing connects the regional attractor and is in close proximity to arts and cultural features. Again, the grocery could be located at either end of the project area with retail located either in line or on Main Street. Perhaps pedestrian only access could extend through the regional attractor into retail and other types of development. In this design, the amenity goes up and over the road and continues through the downtown.

Seam E – Going under McLoughlin Blvd. suggests other uses. The grocery, again, could be in either location with in line retail. This concept would incorporate cultural, arts, and entertainment amenities bracketing the pedestrian ways. The Jackson passage would have a greater impact because it could incorporate the Jr. High School site stream. Cultural and entertainment features would be logical in the middle and spreading back to bring value to that part of the community also.

Seam F – Waterway. The grocery stores would be in either the north or south location with a retail armature. The regional attractors and retail could move with the focal point, and could even, with this design, jump McLoughlin.

Mike Richardson, Dark Horse Comics, asked why there was such a fascination with a grocery store.

Crandall said, when the community was surveyed, that is what people said they wanted in the downtown core, and a grocery is central to drawing people to neighborhood retail. In other words, groceries are trip generators and act as a catalyst for other retail.

Arambula added that it was key to the design is that the grocery not be a huge store with a parking lot in front.

Richardson commented that the MarketPlace drew people away from downtown and asked if that would work in the reverse if there were a downtown grocery. He also noted there were substantially fewer parking places downtown and was concerned how the grocery would compete for these limited spaces with other businesses. He also questioned the idea that the problem with Main Street was one of traffic flow.

Crandall encouraged the participants to be ambitious and think about how various elements could be used together while recognizing there are certain specific requirements for a dynamic and successful retail area. The noise on McLoughlin is astounding, so buffering needs to be designed to reduce the noise while allowing passersby a view of the river.

Verbout commented that second and third story units would have good views of the river

Crandall recommended design guidelines that would prevent views from being blocked. Think about how to maximize the views and related value.

Councilor King said the community had been clear that it wanted to keep the recreational fields and pool at the Jr. High site. She was concerned that there would be retail development.

Crandall said that would be a later detail. Right now, the focus is the project's heart. The idea is to present an array of options.

Arambula added the intent was to reach toward the Jr. High site.

Councilor Kappa commented that Schemes C & D reminded him of Manhattan Beach and the ocean boardwalk. This type of entity provides an opportunity for limited retail or commercial development on the riverfront. He was concerned if it might detract from the downtown.

Crandall said realistically, there would not be enough traffic for retail to survive.

Councilor Kappa said he was also interested in a campus setting on the fringe of the downtown area. He suggested a location such as the Kellogg Treatment Plant.

Crandall felt the campus would work best if integrated into the downtown area because it would act as an activity generator.

Arambula added that if the sewage treatment plant were filled, it would have a higher economic value for a hotel development for example.

Mayor Tomei asked if there would be a dock on the waterfront.

Crandall said the project was not at that level of detail yet and pointed out that the crossing would be about 40 feet high on the riverfront side. There needs to be a way to access the water and the rest of the park.

Arambula said the central element could be something like a restaurant. The design challenge will be to get over the roadway. If that feature is done well, it would visually define the downtown area.

Crandall said the crossing could incorporate a greenway or rental stalls for seasonal shops.

Mayor Tomei was very intrigued with the concept that that would draw the river into the City and extend the land.

Crandall said the City would have to be aware of Title 3 impacts. The key would be stream and habitat restoration and offsetting any potential habitat damage. He discussed purchasing businesses and the potential for them to relocate on the riverside of McLoughlin Blvd.

Bartlett said the purpose of this meeting was to decide if all, some, or none of these concepts should go forward to the public at the April 28 meeting.

Martin asked if there could be more natural uses instead of commercial development.

Crandall said Schemes A, B, and C had no development along the waterfront because there was not enough room. Scheme E could be very passive.

Arambula added that the Jackson passage could be as natural as the City wished it to be.

Crandall reviewed the proposed agenda and response sheet for the April 28 meeting. These responses would be further refined for the May presentation. He asked Council which, if any, of the concepts it wished to go public the following week.

The group agreed that all of them should be presented for public evaluation and comment and that the response sheet be designed so that people could select a combination of ideas.

Councilor Kappa suggested that additional right-of-way be from the business rather than from the river side of McLoughlin Blvd.

Mayor Tomei wanted a design that would encourage people to live in the downtown area, so a grocery, public transportation, and some retail would be very desirable.

Councilor King lobbied for a cooking school.

Annexation

Swanson had attended the Metro Policy Advisory Committee (MPAC) subcommittee meetings on annexation and provided information to the Council. He suggested the City look at developing a position or movement toward an effective annexation effort.

His memo included a matrix of activities based on the ORS 222 framework for city annexations. SB 947 eliminated the Portland Metro Boundary Commission and required that Metro assume a role in annexations within its boundaries.

Swanson reviewed those requirements that included:

- a uniform hearing and notification process;
- expedited process for uncontested boundary changes
- a three-person commission to hear appeals on contested cases; and
- clear and objective criteria that includes compliance with adopted regional growth goals and objectives, functional plans, cooperative and urban service agreements pursuant to ORS 195, and the regional framework plan.

The three-member appeal group has not been appointed. The membership is to be one person from each of the three metropolitan counties nominated by their Boards of Commissioners and appointed by the Metro Council.

Ken Martin, former Boundary Commission Executive Officer, now serves as the Metro staff person in charge of boundary changes. This liaison position is funded by the three counties and the City of Portland. Martin is available to cities on an hourly basis to serve as staff person to annexations or boundary changes.

Metro Code Chapter 3.09, which became effective January 1, 1998, implements the boundary change responsibilities. MPAC established a subcommittee that developed this ordinance for adoption by the Metro Council. The ordinance, which was drafted mainly by special districts, was adopted over the objections of city representatives. There are two main failures: the lack of an expedited process and the annexation criteria which still follow SB 122. Cities came together at the end of last year, and Metro agreed to reconvene the subcommittee to look at the provisions. The Council will likely consider an amending ordinance in four to six weeks.

For this reason, it would be a good time for Milwaukie to develop its own annexation process. **Swanson** referred to staff report page WS.3.5. Milwaukie already has good annexation standards sprinkled throughout its Comprehensive Plan and Zoning Ordinance. He advised drawing those elements together and putting them into an ordinance with a simple process. Staff also needs direction on whether or not to allow an expedited process pursuant to Metro Code Chapter 3.09. The next decision would be whether land use decisions could be run concurrently with boundary change proceedings or if they would have to be processed prior to taking boundary change action. Running the processes concurrently would expedite the process.

Bartlett discussed the previous Council's participation in the Clackamas Regional Center Plan and the functional equivalents between the County and City zoning. The philosophy was "why re-invent the wheel" and supported running the land use and annexation decisions concurrently.

Swanson had talked to County Assessor Erland about the fiscal responsibility of annexations. The Assessor indicated there was no clear cut answer, but he is responsible for furnishing information that would compare the cost of providing services vs. the revenue that would be generated.

Swanson said adopting an ordinance governing annexation would make Milwaukie visible. While the attorney develops the ordinance, the City would need to develop a marketing plan letting unincorporated area residents know what they would gain by annexation.

M. Bennett agreed there needed to be a process in place for those who ask to be annexed for services such as sewer and police.

Bartlett referred to the talking points for the Council's April 20 work session with the Clackamas County Board of Commissioners. He discussed the Urban Growth Management Agreement and the Three Cities Agreement between Milwaukie, Happy Valley, and Gladstone. He pointed out the dual interest areas and discussed their service needs. After initial negotiation attempts, the cities pulled back because there was no concurrence from the special districts.

One potential annexation area already has services and would close a logical boundary. The other area was mostly unsewered, and property owners from that area are coming to the City for services and seeking annexation. It would be good to have a policy in place to get these properties annexed. Milwaukie's leading service in many areas is law enforcement.

Council is also looking at annexing Elk Rock Island from the City of Portland, and Waverley Country Club has approached the city for sewer and water service. The final area, known as the "chief's agreement", is the Ardenwald Community Club site. There has also been discussion with the City of Portland to normalize the boundary by using the Springwater Corridor line, but that will be a longer term issue that would have to go through the Portland Park Bureau.

Councilor Kappa asked about annexing the Aquatic Park and OIT properties.

Bartlett responded that these properties were not in the dual interest area. Annexing outside these areas first could raise some legal questions. The other areas are close enough to existing City boundaries that it makes the most sense to deal with them first. Part of the strategy has to do with tax increment financing and urban renewal districts.

The Council agreed it wanted to move forward quickly on Swanson's recommendations. This direction would also include a commitment for attorney, consultant, and potentially Ken Martin's time.

Bartlett added the key was to begin the process by working with the Clackamas County Commissioners and administrator. Part of the periodic review process is renegotiating and reaffirming agreements and eventually expanding them to include urban planning. The City will have to have service provision plans with agreements in all five service areas.

Atherton Resolution Regarding 20-Year Land Supply

M. Bennett updated the Council on HB 2595. Oregon City and West Linn City Councils have adopted the resolution, but Lake Oswego has not taken any official action. The Council may wish to support consideration of the bill so that it is discussed further. The effect of the bill, if adopted, would be to shrink the Urban Growth Boundary (UGB) and potentially increase density in interior, built-out communities such as Milwaukie. She provided a draft letter to Representative Carl Wilson suggesting that the bill be discussed on the floor. On one hand HB 2595 is good if there is a concern about urban sprawl, but on the other hand there is a concern about having to absorb more population if the UGB is smaller.

Bennett also provided a second draft letter opposing SB 87. If adopted, this legislation would extend the requirement for a 20-year supply of buildable land to include commercial and industrial uses. Fringe communities have the benefit of undeveloped land.

The Council believed it was a good idea to get the issue on the floor for further discussion. The group directed staff to prepare the letters regarding HB 2595 and SB 87 for Council signature.

Transportation Funding

Bennett said three projects within the City survived the Priorities 2000 funding cut. These were McLoughlin Blvd., Johnson Creek Blvd., and the Harmony/Linwood intersection. The Harmony/Linwood modernization project was rather unexpected, and **Bartlett** suspected it had to do with high speed rail, multimodal, and the express bus project. The group discussed unanticipated expenses related to Johnson Creek Blvd. The Enhancement Projects were state selected, and Metro had no control over allocating funds for those projects. The group also discussed funds that were earmarked for the South/North Light Rail project. The next transportation project funding public hearing will be on May 4.

Bartlett asked for authority to go through the list and compare and contrast the points based on Milwaukie's designation as a Regional Center vs. a Town Center. This would give a real understanding of what the policy choice means. The Council approved.

Bartlett added that it was his understanding that Metro staff was packaging these types of request, so Milwaukie's request for a Special Town Center designation was delayed. Staff would discuss this with Council further. This window of opportunity would allow the City to identify major concerns and determine how the redesignation would impact strategic planning.

Urban Growth Boundary

The group discussed the relative sizes of the dual interest areas between cities. **Bartlett** said Happy Valley's area seems larger, but much of the land is undevelopable. Milwaukie has a good balance between residential, commercial, and industrial land in terms of valuation. The City is, however, short on vacant industrial lands and jobs. If the north industrial area is redeveloped for more intensive uses, it could provide more jobs than the existing warehouse uses.

The work session ended at 9:20 p.m.

Pat DuVal, Recorder